# Message Text

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FOR S/P LAKE AND AF/ASST. SECY MOOSE FROM CHARGE

E.O. 11652: N/A TAGS: ECON

SUBJECT: FOREIGN ECONOMIC POLICY TOWARD AFRICA

**REF: STATE 164983** 

SUMMARY: POST APPRECIATES OPPORTUNITY TO COMMENT ON US ECONOMIC POLICY TOWARD AFRICA. WE HAVE CONCRETE RECOMMENDA-TIONS TO MAKE CONCERNING SENEGAL AND THE SAHEL. FROM OUR PERSPECTIVE MOST GLARING OMISSION IN OUR FOREIGN AID POLICY IS THAT WHICH HAS PRECLUDED MEANINGFUL USG INVOLVEMENT IN INFRASTRUCTURE PROJECTS. OF THESE, THE MOST PROMISING IS THE TRI-STATE (SENEGAL, MALI, MAURITANIA) SENEGAL RIVER VALLEY DEVELOPMENT ORGANIZATION (OMVS) WHICH PLANS TWO DAMS AND RELATED IRRIGATION SCHEMES AT AN ESTIMATED COST OF \$700 MILLION. THIS PROJECT IS AIMED AT MEETING THE MOST VITAL NEED IN SENEGAL AND THE SAHEL REGION -- WATER, AND AT LESSENING THE DEPENDENCY OF THE OMVS STATES ON UNPREDICTABLE AND UNRELIABLE RAINFALL. IF USG WERE TO ASSUME 10 PERCENT OF OMVS PROJECT COSTS, FOR EXAMPLE, THIS WOULD DEMONSTRATE SERIOUSNESS OF US PURPOSE IN TRYING TO SOLVE LIMITED OFFICIAL USE

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ROOT PROBLEMS OF SAHEL REGION AND STIMULATE PARTICIPATION OF OTHER DONORS. WE ALSO PRESENT BELOW SOME IDEAS ON BALANCE OF PAYMENTS PROBLEMS AND POSSIBILITIES FOR AGRICULTURAL EXPORTS. WE THINK PRIVATE US INVESTMENT COULD PLAY A ROLE HERE IN DEVELOPMENT OF SUCH EXPORT CROPS AS PALM OIL, GUAR GUM, AND CASHEW OIL, BUT ACTIVE SUPPORT WILL BE NEEDED FROM AGENCIES SUCH AS OPIC AND

EXIM. WE SEE AT PRESENT ONLY LIMITED ROLE FOR US IN REGIONAL ORGANIZATION SUCH AS ECOWAS. COMMENTS AND SUGGESTIONS ARE ALSO OFFERED ON HEALTH, HUMAN RESOURCES, AND ENERGY PROGRAMS, AND ON PEACE CORPS' ROLE IN SENEGAL. END SUMMARY

#### 1. INFRASTRUCTURE.

A. CONTEXT - OVERRIDING OBSTACLE TO ECONOMIC DEVELOPMENT IN SENEGAL IS MANAGING SCARCE WATER RESOURCES. THIS IS FACT RECOGNIZED AT ALL LEVELS OF GOS AND BY EVERY FOREIGN DONOR INVOLVED HERE. RELIANCE ON RAINFED AGRICULTURE MUST BE LESSENED TO ACHIEVE SENSIBLE GROWTH. (THIS WAS DRIVEN HOME AGAIN BY THE DISASTROUS DROUGHT OF 1977 WHICH CUT AGRICULTURAL PRODUCTION BY MORE THAN 50 PERCENT CAUSING GRAIN IMPORTS TO BALLOON TO OVER 500,000 TONS, EVEN IN GOOD YEARS, HOWEVER, SENEGAL RUNS DEFICITS OF AROUND 300,000 TONS. EXPORT RECEIPTS THIS CROP YEAR FOR GROUNDNUT OIL WILL DECLINE PRECIPITOUSLY, FROM \$150 MILLION FOR THE PREVIOUS YEAR TO UNDER \$50 MILLION FOR 1977-78. WORLD BANK STUDY SUGGESTS THAT SENEGAL'S ECONOMY HAS AVERAGED MINUS .4 PERCENT REAL GROWTH RATE SINCE INDEPENDENCE. A FIGURE IN LINE WITH EMBASSY'S ESTIMATES.)

B. OMVS -- IN OUR VIEW, KEY TO SENEGAL'S DEVELOPMENT OVER NEXT SEVERAL DECADES AND ONLY PATH TO ECONOMIC GROWTH AND LIMITED OFFICIAL USE

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IMPROVED STANDARD OF LIVING WILL BE THE HARNESSING OF WATER RESOURCES OF SENEGAL'S THREE MAJOR RIVER SYSTEMS, ABOVE ALL SENEGAL RIVER. LONG-TERM TREND IN OUR AID POLICY AWAY FROM INFRASTRUCTURE HAS LEFT US ONLY MINOR ACTOR IN THE TRI-STATE (SENEGAL, MALI, MAURITANIA) SENEGAL RIVER VALLEY DEVELOPMENT ORGANIZATION (OMVS) WHICH PLANS TWO DAMS AND RELATED IRRIGATION SCHEMES WITH AN ESTIMATED PRICE TAG OF \$700 MILLION. OVER 60 PERCENT OF FINANCING FOR PROJECT HAS BEEN PLEDGED INCLUDING LARGE SUMS FROM FRANCE, FRG, HOLLAND, AND SAUDI ARABIA. MANY KNOWLEDGEABLE LOCAL OBSERVERS FEEL THAT THE OMVS PROJECT IS ONLY HOPE FOR PRESERVING VIABILITY OF SENEGAL AND MAURITANIA AS ECONOMIC UNITS, PROGRAM. ASSUMING BOTH DAMS ARE BUILT, IS TO BRING OVER 400,000 HECTARES INTO CULTIVATION OVER 40-YEAR PERIOD. MALI WOULD LIKEWISE BENEFIT AGRICULTURALLY AND WOULD GAIN ACCESS TO ATLANTIC OCEAN IN PROGRAM CREATING NAVIGATION CHANNEL RIVER SENEGAL TO KAYES. OMVS HAS SHOWN ITSELF TO BE SHINING EXAMPLE OF REGIONAL COOPERATION AND PERHAPS ONLY MULTILATERAL BODY IN AFRICA TO WHICH EACH MEMBER STATE HAS WILLINGLY SURRENDERED SOVEREIGNTY. WE THINK US SHOULD BE MORE DEEPLY INVOLVED WITH THIS ORGANIZATION. OUR CURRENT CONTRIBUTION, CONSISTING OF FUNDING OF TWO SURVEYS,

IS TINY FRACTION OF THE TOTAL.

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FOR S/P LAKE AND AF/V ST. SECY MOOSE FROM CHARGE

C. OMVG -- ANOTHER ORGANIZATION WORTHY OF USG ATTENTION IS OMVG (GAMBIA RIVER DEVELOPMENT AUTHORITY) WHICH IS COMMITTED AS FIRST PROJECT TO CONSTRUCTION OF SALT-INTRUSION DAM/ROADWAY OVER GAMBIA RIVER. THIS PROJECT IS EXCEPTIONAL IN ITS PROTENTIAL RETURNS. DAM OPENS UP MOST FERTILE AREA OF GAMBIA TO CULTIVATION AND ROADWAY SOLVES CLUMSY TRANSIT PROBLEMS FOR SENEGAL (ONLY CURRENT MODE OF CROSSING GAMBIA RIVER IS ON FERRIES WHICH CAN DELAY TRUCK MOVEMENTS BETWEEN TWO SECTION OF SENEGAL FOR DAYS). MOREOVER, UK AND FRG ALREADY APPEAR WILLING TO FINANCE LARGE PART OF PRLEJECT AND OUR INVOLVEMENT COULD CLOSE DEAL. LOCAL FEELING IS THAT GUINEA, LONG AN OUT-SIDER IN REGIONAL COOPERATION SCHEMES, MIGHT BE INTERESTED IN JOINING OMVG. AN EVENT WHICH SENEGAL AND THE GAMBIA RECENTLY ANNOUNCED THEY WOULD WELCOME (DAKAR 5004). WHILE INVOLVEMENT WITH OMVG DESIRABLE, POST SEES SENEGAL RIVER AND OMVS AS HIGHER PRIORITY.

### 2. EXPORTS.

A. BALANCE OF PAYMENTS -- SENEGAL IS CURRENTLY RUNNING ITS EIGHTH CONSECUTIVE ANNUAL BALANCE OF PAYMENTS DEFICIT, THIS ONE LARGEST EVER. GROUNDNUT PRODUCTS AND LIMITED OFFICIAL USE

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PHOSPHATES HAVE HISTORICALLY ACCOUNTED FOR WELL OVER HALF OF FOREIGN EXCHANGE EARNINGS. GROUNDPNT PRODUCTION HAS BEEN SUBJECT TO WILD FLUCTUATIONS SINCE INDEPENDENCE DUE TO CLIMATIC FACTORS AND PHOSPHATE EARNINGS ARE OFF CONSIDERABLY FROM THEIR PEAK SEVERAL YEARS AGO. STABEX (PROVISION OF LOME CONVENTION WHICH PROVIDES COMPENSATION FOR EXPORT LOSSES) HAS PROVIDED CONSIDZCABLE BALANCE OF PAYMENTS RELIEF THIS YEAR AFTER THE POOR HARVEST, AND SENEGAL HAS GONE TO THE IMF FOR SMALL LOANS ON SEVERAL OCCASIONS OVER THE PAST SEVERAL YEARS. GOS HAS FREQUENTLY EXPRESSED HOPE THAT STABEX WOULD BE EXPANDED TO INCLUDE PHOSPHATES. SENEGAL HAS TRADITION OF CONSERVATIVE FINANCIAL MANAGEMENT AND OUR GUESS IS STABEX-TYPE ARRANGEMENT IS BY FAR PREFERRED FORM OF FINANCIAL ASSISTANCE FOR BALANCE OF PAYMENTS. THERE IS CONSIDERABLE RELECUTANCE TO USE IMF CRVOIT EXCEPT IN SMALL CHUNKS.

B. EXPORT EXPANSION -- CROP DIVERSIFICATION FOR EXPORT EXPANSION IS STATED GOAL OF GOS AND WE WOULD LIKE TO SEE US PRIVATE INVESTMENT GET INVOLVED IN THIS AREA. SUPPORT FROM EXIM AND OPIC WILL BE ESSENTIAL TO ENCOURAGE THIS INVESTMENT. UNFORTUNATELY EXIM HAS IN PAST BEEN RELUC-TANT TO PARTICIPATE IN AGRO-INDUSTRY WORLDWIDE, AND OPIC HAS SHOWN UNWILLINGNESS TO TAKE MUCH RISK HERE. OPIC GUARANTEES CAN BE CRUCIAL. FOR EXAMPLE, RECENTLY AID AGRICULTURAL ADVISOR AND EMBASSY OFFICERS WERE IMPRESSED BY PLANS FOR \$3.5 MILLION GUAR GUM CULTIVATION AND PROCESSING PROJECT IN SENEGAL. IDEATKONCEIVED BY SMALL AMERICAN COMPANY WHICH HAD FOUND GUARANTEED MARKET FOR PRODUCT IN US. FINANCIAL PROJECTIONS LOOKED GOOD, WITH RELATIVELY RAPID PAYBACK FOR AGRICULTURAL PROJECT. ON VISIT TO SENEGAL FIRM RECEIVED LETTER OF INTENT FROM GOS FOR USE OF GOVERNMENT PROPERTY FOR PILOT PROJECT. ENTIRE SCHEME NOW APPEARS ON VERGE OF COLLAPSE BECAUSE OPIC SEEMS READY LIMITED OFFICIAL USE

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REJECT US FIRM'S APPLICATION FOR \$65,000 INSURANCE ON FEASIBILITY STUDY. IN FUTURE WE SEE POTENTIAL FOR DEVELOPMENT OF PALM AND CASHEW OIL INDUSTRIES (BOTH OIL PALM AND CASHEWS GROW WILD IN SOUTHERN SENEGAL), BOTH GOOD OPPORTUNITIES FOR PRIVATE INVESTMEOH. WE HOPE EXIM AND OPIC WOULD BE ABLE TO PARTICIPATE IN VENTURES SUCH AS THESE.

# 3. HUMAN RESOURCES.

SENEGAL HAS COMPARATIVELY LARGE NUMBER OF WELL-EDUCATED MANAGEMENT LEVEL PERSONS, BUT RECENTLY THE RAPID PROLIFE-RATION OF PARA-STATE ENTERPRISES HAS STRETCHED THIS CADRE TEAN. UNDP HAS BEEN ACTIVE HERE IN HUMAN RESOURCES DEVELOPMENT, BUT THERE IS MUCH TO BE DONE. WE LIKE IDEA

SET FORTH REFTEL OF FORMING TEAMS FROM US DOMESTIC AGENCIES TO ADVISE AUSICAN NATIONS ON REQUEST.

## 4. REGIONAL COOPERATION.

APART FROM THE RIVER DEVELOPMENT ORGANIZATIONS ALREADY MENTIONED THERE ARE TWO SIGNIFICANT REGIONAL ECONOMIC BODIES OF WHICH SENEGAL IS A MEMBER -- THE SIX-STATE CEAO (COMMUNAUTE ECONOMIQUE DE L'AFRIQUE DE L'OUEST), AND ECOWAS (ECONOMIC COMMUNITY OF WEST AFRICAN STATES), WHICH CONSISTS OF 15 COUNTRIES. CEAO (A FRANCOPHONE GROUPING COMPOSED OF SENEGAL, UPPER VOLTA MALI, MAURITANIA, NIGER AND IVORY COAST) HAS ALREADY BEEN SUCCESSFUL IN ELIMINATING CUSTOMS DUTIES ON AGRICULTURAL COMMODITIES WHICH FLOW AMONG THE SIX NATIONS. ECOWAS IS

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FOR S/P LAKE AND AF/ASST. SECY MOOSE FROM CHARGE

STILL IN THE FORMATIVE STAGE AND HAS A STATED GOAL OF FORMING A CUSTOMS UNION BY 1995. WHILE WE SHOULD ENCOURAGE REGIONAL COOPERATION WE SHOULD REALIZE THAT NATIONALISM WILL CONTINUE TO GUIDE ECONOMIC DECISIONS UNTIL FULL TRUST IN REGIONAL INSTITUTIONS DEVELOPS. RECENT EXAMPLES OF DUPLICATIVE ECONOMIC ACTIVITY IN DISREGARD OF REGIONAL REALITIES WERE THE BUILDING OF OIL REFINERIES IN TOGO AND MAURITANIA (BOTH TOTALLY UNNECESSARY FROM STANDPOINT OF REGIONAL DEMAND ACCORDING TO LOCAL OIL INDUSTRY) AND PLANS FOR A TOTAL OF SOME 20 SUGAR MILLS IN IVORY COAST AND MOROCCO (ALSO OVERKILL ACCORDING TO

MOST OBSERVERS). WE FEEL WE SHOULD BE WILLING TO ASSIST AFRICAN ECONOMIC INTEGRATION BUT WAIT UNTIL THE INSTITUTIONS THEMSELVES DECIDE ON ROLES WHICH DEVELOPING COUNTRIES CAN USEFULLY PLAY. ENTENTE (AN ORGANIZATION OF FRANCOPHONE COUNTRIES IN WHICH SENEGAL PARTICIPATES ONLY IN LIMITED CAPACITY) RECENTLY RECOMMENDED THAT FOREIGN ADVISORS BE ELIMINATED AND THAT ITS SECRETARIAT BE ENTIRELY AFRICANIZED (LOME 281). THIS SENTIMENT IS LIKELY TO CARRY OVER TO ECOWAS AND OTHER BODIES.

5. HEALTH.

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THIS AREA, PARTICULARLY RURAL HEALTH, HAS BEEN GROSSLY NEGLECTED BY GOS. AID HAS TWO CURRENT PROJECTS JUST GETTING UNDERWAY: THE FIRST TO MONITOR SPREAD OF WATER-BORNE DISEASE, PARTICULARLY MALARIA AND SHISTOSOMIASIS IN NEWLY IRRIGATED AREAS AND THE SECOND TO CONSTRUCT RURAL HEALTH CENTERS. THESE PROGRAMS ARE PROBABLY SUFFICIENTLY AMBITIOUS FOR THE PRESENT AS WE WAIT TO SEE HOW NEW MINISTRY OF HEALTH TEAM PERFORMS. UNDER FORMER MINISTER LESS THAN 15 PERCENT OF HEALTH EXPENDITURES PROJECTED UNDER FOUR-YEAR PLAN WERE ACTUALLY MADE. WE ALSO HOPE NEW LEADERSHIP WILL BE MORE FAVORABLY DISPOSED TOWARD POPULATION PROGRAMS, WHICH IN THE PAST HAVE RECEIVED HALF-HEARTED GOS SUPPORT.

## 6. ENERGY.

HIGH ENERGY COSTS ARE SEVERE OBSTACLE TO INDUSTRIAL DEVELOPMENT IN SENEGAL. ELECTRICITY AND WATER CHARGES DISCOURAGE NEW INVESTMENT AND CUT INTO PROFITABILITY OF ONGOING ENTERPRISE. DEVELOPMENT OF HYDRO-POWER RESOURCES WOULD INVOLVE CONSTRUCTION OF LONG TRANSMISSION LINES TO URBAN CENTERS AND IS PROBABLY NOT FEASIBLE. SENEGAL HAS ALREADY BEEN FOUND UNSUITABLE FOR OFFSHORE THERMAL POWER GENERATION. SOLAR ENERGY IS ONLY BRIGHT SPOT AND SUBJECT WHICH IS BEING SERIOUSLY STUDIES. THE CENTER FOR SOLAR ENERGY IN DAKAR HAS SUCCESS-FUL SOLAR PUMP IN OPERATION AND THERE ARE NUMEROUS OTHER APPLICATIONS UNDER STUDY. ONE AREA IN WHICH WE FEEL EMPHASIS SHOULD BE PLACED IS ON PROVIDING SOLAR DRIERS FOR FISH, PROJECT WHICH WOULD HAVE TREMENDOUS NUTRITIONAL IMPACT ON COASTAL POPULATION. IT HAS BEEN PROVED THAT IN SENEGAL FISH DRIED TRADITIONALLY, I.E. IN DIRECT SUNLIGHT ON BEACHES, ARE ATTACKED BY PARASITES WHICH CONSUME OVER 50 PERCENT OF PROTEIN. USE OF SOLAR FISH DRIERS, RELATIVELY CHEAP TO MANUFACTURE, COULD COMPLETELY ELIMINATE THIS LIMITED OFFICIAL USE

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PROTEIN LOSS. PROTOTYPES ARE ON DISPLAY AT DAKAR'S FOOD RESEARCH INSTITUTE. THIS SIMPLE INNOVATION SHOULD BE IMPLEMENTED IN EVERY COASTAL VILLAGE WORKING THROUGH FOOD RESEARCH INSTITUTE AND THE MINISTRY OF RURAL DEVELOPMENT. IT IS EVEN MORE STRAIGHTFORWARD THAN MOTORIZATION OF PIROGUES (TO GIVE GREATER RANGE FOR FISHING), CANADIAN AID PROJECT GENERALLY CONSIDERED MOST SUCCESSFUL DONOR ACTIVITY EVER UNDERTAKEN IN SENEGAL.

7. OTHER. WE OCCASIONALLY SEE WORTHWHILE PEACE CORPS' PROJECTS DELAYED OR CANCELLED DUE TO GOS DIFFICULTIES IN PROVIDING SUPPORT. RECENT EXAMPLE WAS PROGRAM TO CREATE INLAND FISH PONDS IN NORTHERN SENEGAL UNDER THE SUPERVISION OF PEACE CORPS FISHERY SPECIALISTS. AFTER AMERICAN EXPERT PRONOUNCED REGION IDEA FOR FISH FARMING, VOLUNTEERS WERE SUCCESSFULLY RECRUITED IN US. OVER ONE YEAR LATER PROGRAM STILL HAS NOT BEGUN. WHILE GOS AGREED TO SUPPORT PROJECT IT HAS NOT BEEN ABLE TO FUND ASSOCIATED EQUIPMENT COSTS. WE BELIEVE THAT AID COULD GET INVOLVED HERE BY FINANCING THAT PORTION OF PROJECT AND GOS COULD PROVIDE VOLUNTEER HOUSING, ITS CUSTOMARY CONTRIBUTION. ARRANGEMENTS OF THIS NATURE COULD BROADEN SCOPE OF PEACE CORPS' ACTIVITIES HERE.

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